Detailed Project Report

Priorities for WRRLCA 30% Funding
Waste 2 Resources Advisory Committee

In June 2012, the Washington Department of Ecology's (Ecology's) Waste 2 Resources (W2R) Program requested the Governor's Office of Regulatory Assistance (ORA) help with facilitating meetings for the W2R Advisory Committee (W2RAC). The W2RAC, which is composed of a broad cross-section of solid waste stakeholders, provides input to Ecology on solid waste issues.

In 2011 and 2012, the Washington State Legislature passed budget provisos limiting W2R's ability to fund activities under one of their two main funding sources, the Waste Reduction, Recycling, and Litter Control Account (WRRLCA). These provisos were thought to reflect a level of discord among stakeholders in the solid waste industry.

ORA was tasked with planning and facilitating three meetings in July, September and November 2012. The overall purpose of the W2RAC meetings was for the committee to agree on priorities for spending the 30% portion of the WRRLCA funds designated for waste reduction and recycling activities. The following is intended as a record of the progress made and next steps for the W2RAC. Meeting agendas, handouts, and notes referenced in this report are available on the W2RAC website at http://www.ecy.wa.gov/programs/swfa/w2rac/.

Preliminary Work

To prepare for W2RAC meetings scheduled, ORA conducted a brief survey of committee members. We emailed the following three questions to all 33 committee members. Fifteen of them responded with comments.

► How would you define success for the Advisory Committee over the next few meetings?

► What issues and needs related to the waste reduction and recycling programs and activities are important to your constituents/customers?

► What issues do you see as most challenging in finding agreement for use of the 30% of WRRLCA funds?

Responses to the questions were summarized and provided groundwork for designing meetings that would expand the group's communications to encompass differences of opinion and begin raising issues to examine in committee meetings.

Highlights. Statements from committee members were condensed into the following categories to allow summaries of information:

► Success – understand; open, honest, and representative process; prioritize; agreement/consensus; forestall future provisos; put names to issues; and attend to local issues and ideas.

► Important Issues – waste reduction and recycling; laws/rules; services; facilities; funding; reducing costs; litter; and understanding bigger picture.

► Challenges – funding; materials/markets/services; policies and potential changes; and different opinions.

W2RAC Meeting – July 17, 2012

The overall purpose of each W2RAC meeting was:

> *For the advisory committee to agree on priorities for spending the 30% portion of the WRRLCA funds designated for waste reduction and recycling activities.*

The focus of the first meeting was to elicit values from the group regarding waste reduction and recycling activities and to define success for this and future meetings. The goals for this first ORA-facilitated meeting were to:

1. Define ground rules for the next few meetings.
2. Reach a common understanding of the WRRLCA history.
3. Share values regarding waste reduction and recycling.
4. Define success for the advisory committee.
5. Determine next steps.

The agenda was emailed along with background documents providing history on the WRRLCA budget, cuts and provisos, and funding statutes (Attachments 1 and 2). Following the meeting, highlights of the meeting and notes were distributed to the committee (Attachment 3).

Highlights. The committee established ground rules for the meeting and group interactions. The group began to discuss their common values around waste reduction and recycling programs. Some common themes included sustainability, matching recycling levels to markets, and advancement of the state's waste management hierarchy. Definitions of success included to understand, set goals, establish a budget, and agree.

Next Steps. Outcomes from this meeting included requests for more detailed information on WRRLCA funds overall, activities funded, state statutes and plans, and sources of funds (i.e., Model Toxics Control Act [MTCA] vs. WRRLCA). As a result, a webinar was scheduled before the next committee meeting to discuss more detailed information, which Ecology provided on August 10 (Attachment 4).

W2RAC Webinar – September 13, 2012

This webinar was organized to allow for in-depth discussion of WRRLCA 30% and other funding information that Ecology emailed to the committee (Attachment 4). After the webinar, a record of questions and responses was compiled and distributed to the group, along with a copy of the webinar slides (Attachments 5 and 6)

Highlights. The committee had an opportunity to discuss and better understand the state plan and statutory requirements, and how WRRLCA 30% funds fit in with other funding sources, including the remaining 70% of WRRLCA funds. The material and webinar covered the additional information the committee requested at the July meeting.

W2RAC Meeting – September 18, 2012

The goals of the second ORA-facilitated meeting were to:

1. Review shared values regarding waste reduction and recycling.
2. Share opinions on WRRLCA 30% funded programs.

3. Determine next steps.

The agenda was e-mailed to the group (Attachment 7). The focus of the meeting was to share opinions on whether committee members favor or do not favor activities that the WRRLCA 30% funds have historically funded.

Themes that emerged as shared values were reviewed and included:

► Environment – protect and sustain.

► Programs – effective and fair.

► Money – prudently spent and reliable.

Committee members who were not able to attend the first meeting were asked if they had anything to add to ground rules or values. Nothing new was added.

The group was asked to share opinions (favor/not favor) on WRRLCA 30% funded activities, which were recorded using the table of activities that was initially developed for the response to questions raised at the July 17 committee meeting (Attachment 8). Committee members were requested to provide short statements to explain why they favor/don't favor spending funds on specific activities.

It became clear that an explanation of the activities was needed before committee members could decide whether they were in favor or not in favor of spending WRRLCA 30% funds on a particular activity. Laurie Davies, W2R Program Manager, provided a brief description of activities as the group worked through the list of 29. We began to run short of time after reaching the end of the Increasing & Improving Recycling category, and so for Organics Management, Construction & Demolition, and Moderate Risk Waste categories, opinions were shared for the whole category rather than individual activities.

Meeting notes (Attachment 9) and a summary of the flipchart notes of favor/don't favor results (Attachment 10) were provided following the meeting.

Highlights. The committee was able to provide opinions on why they favor/don't favor funding for specific activities under the WRRLCA 30% fund. Because a majority of committee members were unfamiliar with the details of activities, they needed to hear descriptions before they could determine their opinions. More than half of the activities elicited some concerns or don't favor responses by some members.

Next Steps. The committee requested broad-scale information on the level of effort Ecology puts to various activities. The committee felt this was needed to better prepare them for the prioritization of activities to be accomplished at the November meeting. Ecology set up a conference call in early November and provided information in advance of the call on the level of effort, including level of funding per activity, historic funding level, and adequacy of funding.

W2RAC Conference Call – November 8, 2012

The purpose of this conference call was to discuss historic level of effort and adequacy of funding for WRRLCA 30% funded activities. A new table of activities with funding information was provided prior to the call (Attachment 11).

Highlights. Committee members had the opportunity to learn about and discuss relative costs and funding levels for waste reduction and recycling programs. This conference call, and the table provided, helped set the stage for prioritizing activities to be funded by the WRRLCA 30% fund.

W2RAC Meeting – November 20, 2012

The last of the ORA-facilitated meetings focused on prioritization of activities to be supported by WRRLCA 30% funds. The agenda and a re-grouped summary of results from the September 18 committee meeting were distributed (Attachments 12 and 13). ORA sent a reminder to the committee emphasizing the importance of the meeting.

The goals of this meeting included:

1. Review funding level and sufficiency information discussed during November 8 conference call.
2. Review "in favor" and "not in favor" opinions for WRRLCA 30% funded activities.
3. Conduct multi-voting for activities the advisory committee values for WRRLCA 30% funding.
4. Determine next steps.

At the start of the meeting, there was a brief discussion of historic funding levels of waste reduction and recycling programs, which was the topic of the November 8 conference call. It was emphasized that the WRRLCA 30% funds only represent a small portion of the total W2R budget – about 14%. It was also noted that it is difficult to measure sufficiency of funding levels.

To conduct the prioritization exercise, sheets containing all of the 29 activities eligible for WRRLCA 30% funds were posted in the main conference room (Lacey). In each of the remote meeting rooms (Spokane, Bellevue, Vancouver, and Yakima), Ecology staff assisted in collecting votes from committee members. The method used to prioritize activities was a multi-vote exercise with the following rules:

► Each committee member had 15 votes to distribute among 29 programs (they were provided with dots to mark activities).

► They could distribute 1-3 votes on activities (no more than 3 for an activity).

► No ½ votes.

The committee agreed that only one person per stakeholder group could vote (e.g., either primary representative or alternative would vote, but not both). Ecology and the Utility & Transportation Commission staff did not vote. Once the voting was completed in Lacey, ORA worked with Ecology staff in the remote offices to combine all votes onto the sheets in Lacey.

The results of the multi-voting were discussed. There were comments about how some activities were defined, with some differing opinions as to what work was included under the activities. The group also examined high, low and mid-level numbers of votes and a break-down of level of support between activities was discussed with the group:

► High – 21 or more votes.

► Medium-high – 16 to 20 votes.

► Medium-low – 6 to 15 votes.

► Low – 5 or fewer votes.

Following the meeting, committee members who could not attend were offered an opportunity to vote. ORA sent an e-mail eliciting additional input, and four committee members responded. The table of prioritized results, which includes multi-voting data from the November 20 meeting and the additional four members, is provided below. Meeting notes were sent out to the committee following the meeting (Attachment 14).

Table 1. W2RAC Priorities for WRRLCA 30% Funds. [1]

ACTIVITIES	TOTAL VOTES
Waste Reduction & Recycling Technical Assistance to Locals and Businesses	28
Building Material Reuse and Recycling	28
Financing the Solid Waste System	28
Transporting Recyclables	25
Organics Technical Assistance to Locals and Businesses	24
Local Solid & Hazardous Waste Planning and Implementation Assistance	22
Product-Specific Programs	21
Data Collection and Reporting	21
Commingled Recycling Study	20
Moderate Risk Waste Reduction, Recycling, Safe Handling	20
Organics Facility Compliance	19
Packaging	18
Food Waste Prevention	15
Environmentally Preferred Purchasing	13
State Solid Waste Planning[2]	12
Information Clearinghouse	11
Composting Education and Training	11
Anaerobic Digestion	10
Solid Waste Laws Update	8
1-800-RECYCLE Hotline	7
Sustainable Building Materials	6
Rule Development	6
Natural Yard Care	5
Waste to Fuels Research	5
Green Building Education and Technical Assistance	5
Mapping Recycling Facilities	4
School Recycling Awards	2
Backyard Composting	2
Beneficial Use Determination	2

Table Notes:

1. The table includes votes tallied on November 20, 2012 and submitted following the meeting by four committee members who were not able to attend.

2. In the Lacey meeting room, the "state solid waste planning" activity was confused as a heading, so people did not vote for it initially. This confusion was cleared up and a hand-vote was taken, allowing for only one vote per person supporting the activity.

Highlights. The committee provided their prioritization for WRRLCA 30% funded activities and discussed the levels of support. The committee discussed activities that scored high, such as Technical Assistance to Locals and Businesses; Transporting Recyclables; Building Material Reuse & Recycling; Local Solid & Hazardous Waste Planning & Implementation Assistance; and Product-Specific Programs. Although these activities ranked high, there was not unanimous support for them. Likewise, low scoring

activities, such as Mapping Recycling Facilities; 1-800-RECYCLE Hotline; School Recycling Awards; and Organic Waste to Resources/Fuels Research, all had advocates.

In the discussion of the multi-voting results, there were questions on what was included in some of the activities. It was agreed that during future committee meetings, there would be additional work on clarifying and refining some of the program activities.

Some made the point that they did not give votes to programs that could also be funded with MTCA funds. The ultimate funding decisions will be made by the W2R Program, but input from the W2RAC will figure strongly in those decisions.

Outcomes and Next Steps

The original purpose of the ORA-facilitated W2RAC meetings was:

> *For the advisory committee to agree on priorities for spending the 30% portion of the WRRLCA funds designated for waste reduction and recycling activities.*

Although the W2RAC did not reach consensus on what waste reduction and recycling activities they would all support through the prioritization activity on November 20, they did achieve a level of understanding on how strongly or weakly the group supports different activities.

Discussion on Next Steps at the end of September and November meetings included a list of issues the W2RAC wants to pursue. These were captured in the following "Parking Lot" issues compiled from September and November meetings:

► Discuss limiting funding to only products that pay into WRRLCA

► Possible subcommittees or further discussion with W2RAC in 2013:

  → 1-800 recycling hotline "reboot."

  → School awards "reboot."

  → State and local plan update timelines.

  → Green building tools. (Construction and demolition waste)

  → Solid waste laws update.

  → Gaps in activities.

  → Product-specific programs.

  → Packaging.

The W2RAC voiced a willingness to meet in 2013 to work on activities highlighted in the above Parking Lot issues. This would likely include more detailed review of specific WRRLCA funded activities, which may result in changes that would enable a larger proportion of the advisory group to support certain activities.

This process has provided the W2R Program with helpful input on waste reduction and recycling activities that have committee support for funding with the WRRLCA 30% funds. In the future, as the W2R Program decides how to distribute the WRRLCA 30% funding among various program activities, the W2R Program will consider the input from the W2RAC.

Appendix One: List of Attachments

July 2012

1. Meeting Agenda for July 17, 2012
2. Four handouts for July 17, 2012 meeting
3. Meeting Notes, July 17, 2012

September 2012

4. Additional requested information as follow-up to July 17, 2012 meeting
5. Slides from Webinar, September 13, 2012
6. W2RAC Webinar Questions Received, with Answers, September 13, 2012
7. Meeting Agenda for September 18, 2012
8. Table 2. Typical W2R Program Activities and Funding Sources (WRRLCA and MTCA)
9. Meeting Notes, September 18, 2012
10. Flip Chart Notes from September 18, 2012

November 2012

11. Information on Level of Effort on Waste Reducing & Recycling Activities
12. Meeting Agenda for November 20, 2012
13. Flip chart notes grouped, November 20, 2012
14. Meeting Notes, November 20, 2012

NOTE: Attachments are available at the W2RAC website at:
http://www.ecy.wa.gov/programs/swfa/w2rac/meetings.html

Appendix Two: W2RAC Membership and Meeting Attendance

W2RAC Membership Roster:

- Pat Campbell, Senior Program Manager , Kitsap Co Dept. of Public Works
- Sandra Cannon, Walla Walla Area Resource Conservation Committee
- Candy Castellanos, WA State Recycling Assn (Alternate: Rick Hlavka, Green Solutions)
- Ken Colling, President/CEO, Seattle Goodwill Industries (Alternate: Tiffany Hatch)
- Laurie Davies, Washington State Department of Ecology
- Dennis Durbin, Stevens County Public Works
- Gene Eckhardt, Washington Utilities and Transportation Committee (Alternate: Penny Ingram)
- Jan Gee, Washington Food Industry Assn (Alternate: Holly Chisa)
- Terry Gillis, Recovery 1 (Alternate: Stephanie Kassoy, PE, Republic Services Northwest)
- Matt Henry, General Manager, Allied Waste Roosevelt Regional Landfill
- Steven Holderby, Spokane Regional Health District (Alternate: Jeff Martin, Klickitat County Health District)
- Sego Jackson, Snohomish County Public Works
- Kevin Kiernan, Director, Solid Waste Division, King CO Solid Waste (Alternate: Bill Reed, King County Solid Waste Division)
- Dean Large, Waste Connections, Inc.
- Craig Lorch, Total Reclaim, Inc.
- Brad Lovaas, WA Refuse & Recycling Assoc. (Alternate: Vicki Christophersen, Christophersen Inc.)
- Rich McConaghy, City of Vancouver (Alternate: Tanya Gray, City of Vancouver)
- Suellen Mele, Program Director, Zero Waste Washington
- Russ Menke, Spokane Regional Solid Waste System
- Wendy Mifflin, Yakima County Solid Waste (Alternate: Patti Johnson, Mgr, ,Kittitas County Solid Waste)
- Derald Orloff, Yakama Nation
- Cal Palmer, Energy and Environment, LLC
- Mariah Ross, Sustainable Connections Bellingham
- Kimberly Shanley, Waste Management, Inc.
- John Sherman, Acting Chair, Tacoma Pierce Co. Health Dept
- Jay Simmons, NORPAC (Alternate: Ed Tolan, Nippon)
- Jerry Smedes, Smedes & Associates
- Art Starry, Thurston County Environmental Health
- Danny Joe Stensgar, TSWAN President, Colville Confederated Tribes
- Michael Transue, Construction and Demolition Recycling (Alternate: Preston Horne-Brine, Fluxion Enterprises; WSRA)
- Eddie Westmoreland, Western Region VP of Governmental Affairs, Waste Connections, Inc. (Alternate: Jody Snyder Director of Regulatory Services, Waste Connections, Inc.)
- Scott Windsor, City of Spokane

W2RAC Meeting Attendees - July 17, 2012

In Lacey:
Pat Campbell
Vicki Christopherson
Linda Dennis
Laurie Davies
Dennis Durbin
Jan Gee
Rick Hlavka
Gene Eckhardt
Stephanie Kassoy

Kevin Kiernan
Suellen Mele
Bill Reed
John Sherman
Jerry Smedes
Art Starry
Danny Joe Stensgar
Scott Windsor

Remote Offices:
Sandra Cannon
Tanya Gray
Rob Guttridge
Steven Holderby
Preston Horne-Brine
Jeff Martin
Rich McConaghy
Wendy Mifflin

W2RAC Meeting Attendees - September 18, 2012

In Lacey:
Pat Campbell
Vicki Christopherson
Laurie Davies
Linda Dennis
Dennis Durbin
Jan Gee
Matt Henry
Penny Ingram

Sego Jackson
Stephanie Kassoy
Sullen Mele
Bill Reed
Kim Shanley
Jerry Smedes
Art Starry
Danny Joe Stensgar
Jody Snyder

Remote Offices:
Sandra Cannon
Rob Guttridge
Steven Holderby
Rich McConaghy
Wendy Mifflin

W2RAC Meeting Attendees - November 20, 2012

In Lacey:
Pat Campbell,
Vicki Christopherson
Laurie Davies
Linda Dennis
Dennis Durbin
Gene Eckhardt
Jan Gee
Matt Henry
Rick Hlavka
Suellen Mele
Sego Jackson

Carolyn Logue
Cal Palmer
Bill Reed
John Sherman
Jerry Smedes
Jody Snyder
Art Starry
Danny Joe Stensgar

Remote Offices:
Dave Bader
Bill Fleck
Tanya Gray
Rob Guttridge
Steven Holderby
Preston Horne-Brine
Dean Large
Troy Lautenbach
Rich McConaghy
Scott Windsor

Ecology staff Janine Bogar, Lorie Hewitt, and Susanne McLemore attended all meetings. Additional Ecology Staff attended some meetings (Peter Christiansen, Kathy Davis, Darlene Frye, Wayne Krafft, Peter Lyon, Jessica Moore, and Shannon McClelland).

ORA staff Jane Dewell and Jeanne Fulcher provided facilitation.